

Message Text

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CINCLANT
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C O N F I D E N T I A L SECTION 1 OF 3 USNATO 1900

E.O. 11652: GDS
TAGS: MPOL NATO APER AORG
SUBJ: PROPOSED EXPANSION OF THE INTERNATIONAL STAFF/FUTURE
EXERCISE PARTICIPATION BY NATO HQS.

REF: (A) USNATO 0264 DTG 181742Z JAN 77(NOTAL) (B) USNATO 0927
DTG 181625Z FEB 77(NOTAL) (C) USNATO 1046 DTG 251838Z
FEB 77(NOTAL) (D) STATE 43286 DTG 260148Z FEB 77(NOTAL)
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DTG 031058Z MAR 77(NOTAL) (G) STATE 054582 DTG 111757Z
MAR 77(NOTAL) (H) USNATO 1567 DTG 190942Z MAR 77(NOTAL) (I)
USNATO 1704 DTG 250926Z MAR 77(NOTAL)

SUMMARY: THE INTERNATIONAL STAFF HAS ADVUANCED A NUMBER OF
NEW PROPOSALS WITH RESPECT TO THE UNRESOLVED AND INTERTWINED
ISSUES OF FUTURE DPC PARTICIPATION IN WINTEX EXERCISES,
SACEUR'S REQUEST THAT SYG LUNS SPONSOR A WINTEX/CIMEX 79
EXERCISE, AND PERSONNEL ISSUES IN THE COUNCIL OPERATIONS (CO)
AND CIVIL EMERGENCY PLANNING (CEP) DIRECTORATES. THESE
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PROPOSALS INVOLVE VARIOUS COMBINATIONS OF ADDITIONAL PERSONNEL
REQUIREMENTS AND/OR REDUCED EXERCISE PARTICIPATION BY NATO
HEADQUARTERS, TO INCLUDE CANCELLATION OF HILEX 8, DELAY OF
WINTEX/CIMEX 79, ETC. WE VIEW THE PERSONNEL ISSUE AS CON-
TAINING A MUCH LARGER PROBLEM THAN THE CURRENT DIFFICULTIES
BEING EXPERIENCED BY THESE TWO DIRECTORATES, AND WILL BE
FORWARDING FURTHER COMMENTS BY SEPTTEL. WE RECOMMEND AGAINST
CANCELLATION OF HILEX 8 BUT ARE INCLINED TO AGREE TO POSTPONE-
MENT OF THE CIMEX PORTION OF WINTEX/CIMEX 79, AND A TEMPORARY
SUSPENSION OF DPC PARTICIPATION IN EXERCISES, PENDING DEVELOP-

MENT OF A MORE EFFECTIVE MEANS OF EXERCISING NATO HEADQUARTERS.
ACTION REQUESTED: WASHINGTON GUIDANCE. END SUMMARY.

1. DURING THE COUNCIL OPERATIONS AND EXERCISES COMMITTEE (COEC) MEETING ON MARCH 22, 1977, THE COMMITTEE CHAIRMAN (MACBRIEN) RAISED THE SUBJECT OF WINTEX/CIMEX 79 UNDER ITEM II: ANY OTHER BUSINESS. HE NOTED THAT PERMREPS HAD AGREED TO DISCUSS THIS ISSUE IN THE CONTEXT OF FUTURE PARTICIPATION IN THE WINTEX SERIES AS A WHOLE (REPORTED REF H). IN THIS REGARD, HE SAID HE NOW SAW ONLY THREE POSSIBLE COURSES OF ACTION: (1) FOR NATIONS TO AGREE TO THE ADDITION OF ONE PERMANENT STAFF MEMBER AND THREE SECONDED OFFICERS TO THE CO AND CEP DIRECTORATES; (2) FOR NATIONS TO AGREE TO CANCELLATION OF HILEX 8 IN ORDER THAT ADEQUATE PREPARATIONS CAN BE MADE FOR WINTEX/CIMEX 79; OR (3) FOR NATIONS TO AGREE TO POSTPONE THE WINTEX/CIMEX EXERCISE UNTIL 1980 OR 1981, AT THE EARLIEST, WITH NO NATO HEADQUARTERS PARTICIPATION IN WINTEX. THE NETHERLANDS REP (HOFMAN) DID NOT THINK THE FULL COSTS (IN TERMS OF MONEY AND MANPOWER) REQUIRED TO STAGE A WINTEX/CIMEX WERE GENERALLY APPRECIATED. BASED ON HIS PERSONAL EXPERIENCE, THE TOTAL EXPENSE WOULD GREATLY EXCEED THE COST OF FOUR ADDITIONAL STAFF POSITIONS, PERHAPS FIVE TO SIX TIMES AS MUCH AS A CONVENTIONAL WINTEX. HIS GOVERNMENT CURRENTLY BELIEVES LOC/REINFORCEMENT PLANS WILL NOT BE SUFFICIENTLY ADVANCED BY 1979 TO JUSTIFY A COMPREHENSIVE
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TEST. HE THOUGHT THE WORST POSSIBLE OUTCOME WOULD BE TO ACCEPT RESPONSIBILITY FOR WINTEX/CIMEX 79 WITHOUT PROVIDING SUFFICIENT RESOURCES TO ACCOMPLISH THE TASK IN A SATISFACTORY MANNER. THE CEP REP (FARRANT) SAID CANCELLING HILEX 8 WOULD STILL NOT ALLOW ADEQUATE PREPARATION FOR WINTEX/CIMEX 79, SINCE EXISTING REQUIREMENTS (NEW PLANNING CYCLE, INISTERIAL GUIDANCE, AND STAGE II TRAINING) ALREADY EXCEED CEP STAFF CAPABILITY.

2. A RUMP SESSION OF THE COEC (NETHERLANDS, CANADA, US, UK AND CEP DIRECTORATE REPS PRESENT) MET MARCH 25 TO HEAR THE DIRECTOR, COUNCIL OPERATIONS (MORAN) OUTLINE A PO TO BE CIRCULATED SHORTLY THAT WILL SET FORTH OPTIONS FOR THE DPC TO ADDRESS CONCERNING WINTEX/CIMEX 79. (DPC WILL PROBABLY MEET ABOUT THE LAST WEEK IN APRIL.) THESE NEW OPTIONS ARE EXPECTED TO BE:

(1) TO CONDUCT HILEX 8 AND WINTEX/CIMEX 79 AS SCHEDULED. THIS WOULD REQUIRE ASSIGNMENT, EITHER PERMANENT OR THROUGH SECONDMENT, OF FOUR ADDITIONAL PERSONNEL AS SOON AS POSSIBLE;

(2) TO CANCEL HILEX 8, BUT CONDUCT WINTEX/CIMEX 79 AS SCHEDULED. THIS WOULD REQUIRE TWO ADDITIONAL PERSONNEL AS SOON AS POSSIBLE;

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(3) TO CONDUCT HILEX 8, A NORMAL WINTEX IN 1979,
HILEX 9 IN 1980 AND A WINTEX/CIMEX IN 1981. THIS OPTION
WOULD REQUIRE TWO ADDITIONAL PERSONNEL NOW AND TWO ADDITIONAL
PERSONNEL IN 1979;

(4) TO CONDUCT HILEX 8 AS SCHEDULED AND POSTPONE
WINTX/CIMEX UNTIL 1980. THIS COURSE WOULD REQUIRE TWO
ADDITIONAL PERSONNEL IN 1978; OR

(5) TO CONDUCT HILEX 8 AS SCHEDULED, BUT DEFER FURTHER
DECISIONS ON EXERCISE PARTICIPATION UNTIL THE COEC CAN
DEVELOP AN APPROPRIATE EXERCISE PROGRAM FOR NATO HQS FOR
DPC CONSIDERATION. THIS OPTION WOULD REQUIRE NO ADDITIONAL
PERSONNEL AT THIS TIME.

3. REGARDING THE VARIOUS OPTIONS OUTLINED ABOVE, OUR
THOUGHTS ARE AS FOLLOWS:

A. NEW STAFF FOR THE CO AND CEP DIRECTORATES: WE SEE
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THIS PARTICULAR PROBLEM AS AN ISSUE OF GREATER SIGNIFICANCE
THAN ITS IMPACT ON WINTEX/CIMEX 79. NATO HEADQUARTERS WAS
LAST REORGANIZED IN 1966, PRIOR TO ITS MOVE TO BRUSSELS.
SINCE THAT TIME, FUNCTIONS AND RESPONSIBILITIES HAVE INEVI-
TABLY GROWN AND CHANGED. MANAGEMENT SURVEYS (E.G. THE ONE
DONE IN 1971) HAVE BEEN INFREQUENT AND MOSTLY INEFFECTIVE.
WITHOUT AN EFFECTIVE, INTERNAL MECHANISM TO REALLOCATE
RESOURCES, THIS HEADQUARTERS HAS BEEN UNABLE TO RESTRUCTURE

ITSELF TO KEEP PACE WITH CHANGE. WE HOPE ESTABLISHMENT OF THE MANAGEMENT ADVISORY SECTION(MAS) -- AS AUTHORIZED BY THE FY 1977 BUDGET -- WILL LEAD TO BETTER ALLOCATION OF RESOURCES, AND WE INTEND TO PRESS MAS FOR ATTENTION TO STAFFING THE CO AND CEP DIRECTORATES.

B. CANCELLATION OF HILEX 8: THE HILEX SERIES IS THE ONLY EXERCISE THAT INVOLVES ALL OF NATO HEADQUARTERS. HILEX 7 REVEALED THAT POLITICAL CONSULTATIVE BODIES AT NATO HEADQUARTERS ARE ILL-EQUIPPED TO FUNCTION EFFECTIVELY IN A CRISIS SITUATION. THE MNC'S AND MILITARY AUTHORITIES HAVE DEVELOPED PROCEDURES TO MANAGE THE MILITARY ASPECTS OF A CRISIS, BUT NATO HAS LAGGED FAR BEHIND IN DEVELOPING PARALLEL PROCEDURES TO MANAGE POLITICAL ASPECTS OF A CRISIS. WE BELIEVE NATO HEADQUARTERS NEEDS TO DEVELOP A BETTER UNDERSTANDING OF POLITICAL MEASURES AVAILABLE TO THE ALLIANCE, AND TO TEST THOSE MEASURES AS REALISTICALLY AS POSSIBLE. FOR EXAMPLE, WE WOULD HOPE TO TEST THE REVISED VERSION OF THE INVENTORY OF PREVENTIVE MEASURES (SEE REFS E AND G) DURING HILEX I. WE THEREFORE RECOMMEND AGAINST CANCELLING ANY OF THE HILEX SERIES EXERCISES.

C. POSTPONEMENT OF WINTEX/CIMEX 79: WE ARE INCLINED TO AGREE THAT CEP PLANNING AND STAGE II TRAINING WILL NOT BE SUFFICIENTLY ADVANCED TO ATTEMPT A COMPREHENSIVE TEST OF CEP PROCEDURES AND NATO CIVIL WARTIME AGENCIES (NCWA'S) IN 1979. THEREFORE, IT MIGHT BE BETTER TO POSTPONE THE CIMEX PORTION OF WINTEX. IN THE MEANTIME, WE SHOULD CONTINUE CONFIDENTIAL

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TO TEST SELECTED CEP PROCEDURES AND NCWA'S AS PART OF THE HILEX AND WINTEX SERIES. AFTER FURTHER TESTING, WE SHOULD AGAIN REVIEW THE FEASIBILITY OF A LARGE-SCALE CIMEX IN 1981. IN THIS REGARD, WE DO NOT BELIEVE THE COEC OR DPC SHOULD RECOMMEND THAT WINTEX 79 BE POSTPONED, AS THIS IS A MNC DECISION.

D. PARTICIPATION OF NATO HEADQUARTERS IN WINTEX EXERCISES: BASED ON WINTEX 77, WE DOUBT THE USEFULNESS OF ROUTINE PARTICIPATION BY PERMREPS AND DEPTY PERMREPS IN THE WINTEX SERIES, UNLESS THE WHOLE OF NATO HEADQUARTERS IS ALSO FULLY ENGAGED IN SUPPORTING THE DPC, ESPECIALLY THE POLITICAL STAFFS. IF THE DPC IS UNWILLING TO DIRECT TOTAL NATO HEADQUARTERS PARTICIPATION, WE BELIEVE IT WOULD BE PREFERABLE TO USE EITHER A RESPONSE CELL OR A LOWER-LEVEL COMMITTEE TO SIMULATE THE DPC.

3. SUSPENSION OF NATO HQS EXERCISE PLAY AFTER HILEX 8, PENDING AN INTERNAL REVIEW OF THIS HEADQUARTERS' EXERCISE REQUIREMENTS: IN OUR VIEW, THIS MAY BE THE MOST APPROPRIATE OPTION TO ADOPT AT THIS TIME. IT MAY WELL BE THAT FUTURE DPC PARTICIPATION IN EXERCISES SHOULD BE LIMITED TO SAGA-TYPE

POLITICO-MILITARY SIMULATIONS (SEE REF A) AND HILEX EXERCISES
WITH THE DPC BEING REPRESENTED IN WINTEX EXERCISES BY A
RESPONSE CELL.

4. ACTION REQUESTED: REQUEST WASHINGTON COMMENT AND
GUIDANCE ON:

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A. THE POSITION WE SHOULD TAKE REGARDING CANCELLATION
OF HILEX 8 PER PARA 3.B. ABOVE;

B. THE POSITION WE SHOULD ADOPT REGARDING POSTPONE-
MENT OF WINTEX/CIMEX 79 PER PARA 3.C. ABOVE;

C. WHAT LEVEL AT NATO HEADQUARTERS, IF ANY, WASHINGTON
BELIEVES SHOULD BE INVOLVED IN FUTURE WINTEX-SERIES
EXERCISES, PER PARA 3.D. ABOVE;

D. THE PROPOSAL THAT EXERCISE PARTICIPATION AFTER
HILEX 8 BE SUSPENDED PENDING AN INTERNAL REVIEW OF EXERCISE
REQUIREMENTS PER PARA 3.E. ABOVE AND ANY GENERAL COMMENTS
WASHINGTON MAY HAVE ON THE FUTURE OF EXERCISES AT NATO
HEADQUARTERS (SEE REF I, ALSO).STRAUSZ-HUPE

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